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United States
Department of
Agriculture

Forest
Service

**Intermountain
Region**

Ogden, Utah

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Economy on the Move through Human and Natural Resource Development

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TABLE OF CONTENTS

EXECUTIVE SUMMARY

YOUTH EMPLOYMENT/TRAINING CORPS WITH FOCUS ON NATIVE AMERICANS 1
General Overview 1
Proposed Residential Center - Richfield, Utah 2
Proposed Residential Center - Sagebrush Flat, Dixie National Forest, Utah 3
Proposed Residential Center - Bottle Hollow, Utah 4
Proposed Residential Center - Las Vegas, Nevada 5
Proposed Residential Center - Gooding, Idaho 6
Proposed Residential Center - Evanston, Wyoming 7

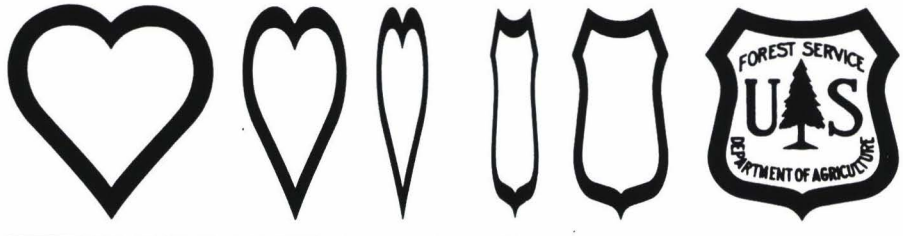
COMMUNITY SERVICE 10
College Community Work Service 10
Workfare 10
Direct Hire/Contracting 11

SENIOR WORKERS 13

JOB CORPS 14
General Overview 14

OTHER SUPPORT INFORMATION 16
Infrastructure 16

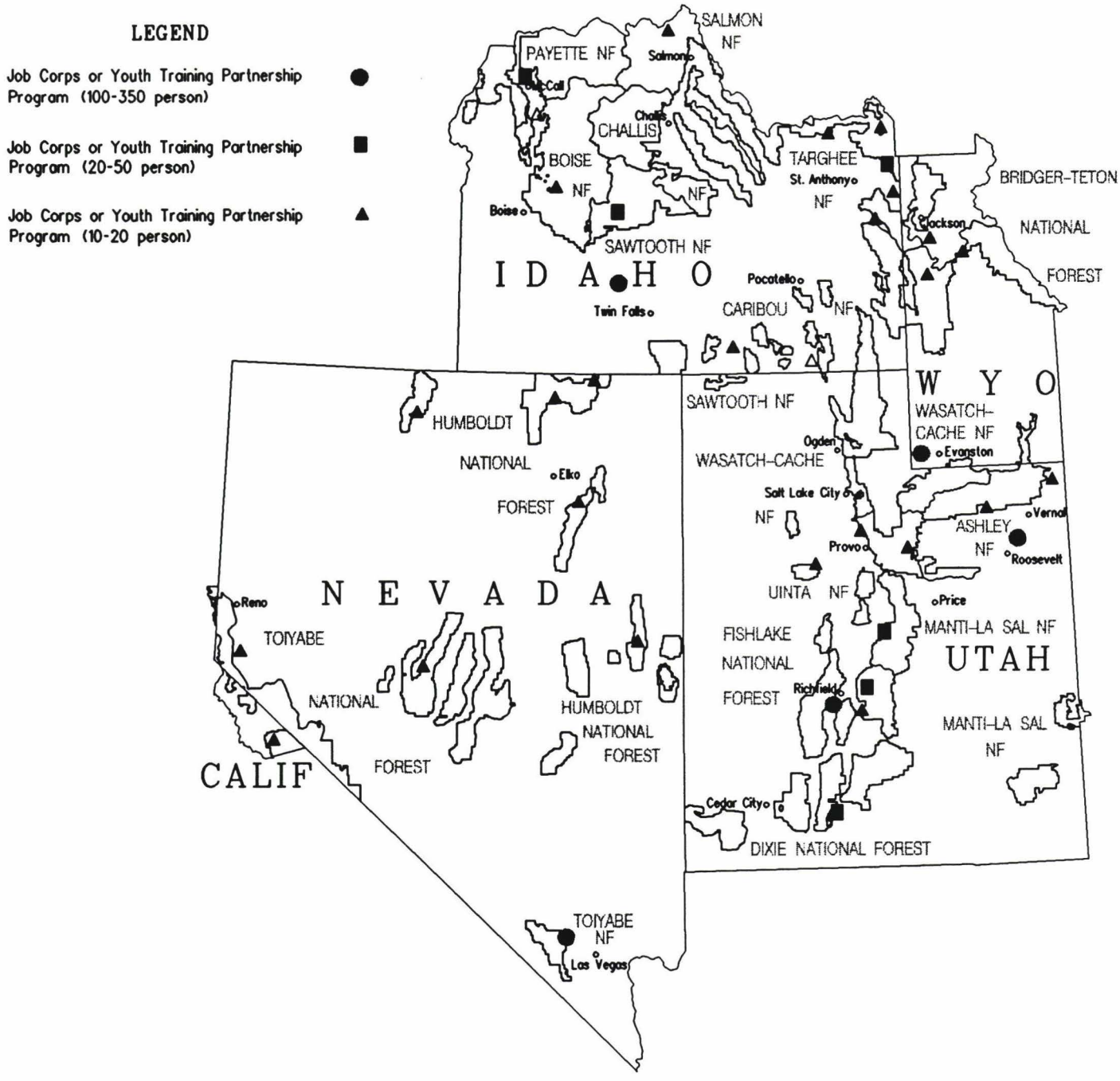
SUMMARY OF STATE WORK PROGRAMS 19



Human Resource Programs

The "Heart" of the Forest Service • Building a Better Tomorrow

POSSIBLE WORK PROGRAM SITES



EXECUTIVE SUMMARY

The Intermountain Region of the Forest Service, located in Utah, Nevada, southern Idaho, and parts of Wyoming and California, has prepared this document to identify National Forest capabilities to assist the Administration in stimulating the economies of financially-troubled communities through improved educational and job opportunities for the chronically unemployed. In addition, the Forest Service would benefit from the completion of vast backlogs of conservation projects that exist because of reduced budgets and the ever-increasing demands on public land management.

This capability has been divided into four areas:

YOUTH EMPLOYMENT/TRAINING CORPS WITH FOCUS ON NATIVE AMERICANS--There are several locations where 10- to 150-person Youth Training Corps camps could be set up quickly to provide Native Americans and other unemployed or disadvantaged youth, ages 16 to 25, opportunities to acquire needed jobs skills and work experience through community service and environmental and conservation work.

Geographically, the National Forests in the Intermountain Region are ideally located to provide employment opportunities to the State's large population of Native Americans. The Native American unemployment situation is critical in virtually all Indian reservations, bands, and colonies within or near the borders of the Intermountain Region of the Forest Service. For example, there are now 300 youth in the Uinta-Ouray Indian Reservation. The current unemployment rate there is 98 percent for ages 16-18 and 86 percent for ages 19-25. The high school dropout rate in 1990 was 29 percent. Job placement for high school graduates is currently zero and the suicide rate for the last quarter was one percent (12 youth per year). These statistics are typical of Native American populations and indicate an extreme need for work and training programs which could be sponsored or hosted by the Forest Service.

COMMUNITY SERVICE: College Community Work Service--College graduates could repay their student loans through 1- to 2-years work in various administrative and professional positions on a National Forest. The graduate would gain marketable skills and the Forest Service would gain valuable supplemental help in managing the National Forests.

Workfare--The welfare system could be converted to programs more akin to workfare. Those who are able to work would be provided strong financial, educational and social support, plus actual work experience, for a limited period. Theoretically, at the end of this time, they would be in the workforce, or capable of entering it. The Forest Service could contribute to this effort.

Direct Hire and Contracting--The Forest Service could effectively use a large number of people in an accelerated public works program, either through direct hire or contracting for construction and services. The Forest Service could, in a relatively short time, direct hire an estimated 800 additional people or contract approximately $28 million worth of work through the private sector.

SENIOR WORKERS--The unemployment rate of workers who are 40+ years old continues to rise in rural areas. Many are unable to find gainful employment; others are on various forms of supplemental Social Security income or welfare payments; some are retired with insufficient funds to meet their basic needs.

Employment opportunities exist on every Ranger District on the 16 National Forests in the Region. Upon receipt of funding, 300 individuals could be employed at minimum wage within 30 days. Costs would average an estimated $10,000 per enrollee per year.

JOB CORPS--A viable potential exists for establishing a Job Corps Civilian Conservation Center at Richfield, Utah; Gooding, Idaho; Las Vegas, Nevada; and Evanston, Wyoming to assist with education and employment in areas experiencing chronic unemployment, with a special emphasis on recruitment of Native Americans. The Centers could be designed to serve 300 or more enrollees through educational and vocational partnerships with technical colleges, high schools, and other state, county, and local agencies.

OTHER SUPPORT INFORMATION: Infrastructure--The Forest Service has a significant backlog of unfunded construction and maintenance projects that appropriately could be completed under an expanded jobs program. The types of projects in this backlog are described in this section.

Expertise in Managing Human Resource Programs--The Forest Service has 50 years of experience in developing and operating human resource programs that train and employ disadvantaged youth, senior citizens and volunteers. The largest effort was the Civilian Conservation Corps (CCC) in the 1930's.

In FY 1992, the six National Forests in Utah hosted 26,922 individuals (including 25,160 volunteers) in Human Resource Programs, accomplishing 451 person years of work valued at $6,794,800. The Forest Service is prepared and ready to implement programs initiated by the new Administration and has shown that it can safely and efficiently administer programs of the type and magnitude described in this proposal.

Partnerships--Partnerships could be developed with Native American tribes, communities, and other agencies to share facilities and programs to improve the education and employment potential for Native Americans living on reservations near the boundaries of the Intermountain Region. The Forest Service can provide them practical work opportunities that would complete projects currently unfunded on the National Forests.

Rural Development--The Forest Service, through its rural development authority, provides professional, technical, and financial support for rural communities dependent upon National Forest resources. Seventy-two percent of the counties in Utah are dependent upon natural resources for their livelihood, based on criteria established by the 1990 Farm Bill. This dependency places the Forest Service in an excellent position to assist these communities with job training and employment or accelerated work programs.

Where National Forest resources no longer provide sufficient economic support to the communities, rural development funds are authorized to assist them in developing new industries to replace the natural resource industries (i.e., timber sales, mining, etc.). Prior contacts and past experience will enable us to involve community leaders and citizens in planning, selecting and implementing projects that will provide long-term benefits to the community.

YOUTH EMPLOYMENT/TRAINING CORPS WITH FOCUS ON NATIVE AMERICANS

=== GENERAL OVERVIEW ===

DESCRIPTION: This program would provide unemployed or disadvantaged Native Americans with opportunities to acquire needed job skills and work experience while performing community service. Environmental and conservation work could be done in public sites such as parks, federal lands, recreation areas, low-income housing and other rural areas. Training would be acquired through cooperative efforts with local schools, trade technical schools and colleges.

A substantial number of Native Americans, ages 16 to 25, have difficulty making a successful transition from young adulthood to the responsibilities of an adult. Many of these youth are from single-parent, female-headed families with income below the poverty level. These youth have difficulty in finding and keeping jobs, which creates long periods of unemployment. They are parents at a young age, become involved in criminal activities and and often drop out of high school without the requisite level of basic skills needed to qualify for jobs that are not low paying or dead-ended. These youth have limited skills, a poor work ethic, and few family or tribal role models who are gainfully employed adults. The extremely high unemployment rate and low labor force participation of Native American youth often persists into their late 20's.

For example, the Uinta-Ouray Reservation has a population of 2,050 with unemployment of some age groups as high as 98 percent. The average unemployment rate for Native Americans living on reservations in Utah is 62 percent, with a high school dropout rate of 29 percent.

A Native American Youth Training Corp could provide enrollees a combination of applied learning--basic skills, technical training, work experience on conservation and environmental projects and other support services, as well as a source of income. These Youth Training Corps could range from groups of 8-10 enrollees to 150. They could operate as either residential or nonresidential. The size of the group and makeup of the work/training program would be based on the needs of the local reservation and host agency. A nonresidential program could be started immediately; however, sites would have to be prepared for a residential program.

LOCATION: There are several locations in the Region that could be prepared quickly for work/training groups ranging in size from 10- to 150-person camps.

COSTS: Costs would vary depending on the number of enrollees, type of training, type of corp (i.e., residential/nonresidential), and the specific needs of the Native American community.

The cost of a residential slot is estimated to be $22,000 per year. The cost of a nonresidential slot would be $10,000 per year. An estimated 650 residential positions and 150 nonresidential positions could be accommodated.

PARTNERSHIPS: Partnerships would be formed among the Forest Service, other federal agencies, state and local governments, the private sector and the Native Americans.

=== PROPOSED RESIDENTIAL CENTER ===
Richfield, Utah

DESCRIPTION: A Center could accommodate a variety of programs including Job Corps and YTPP (Youth Training Partnership Program) that would result in major enrollment of Native Americans and other youth from the surrounding economically-depressed region.

Emphasis would be on enrollees completing their secondary education and gaining a technical skill such as carpentry, plumbing, electrical expertise, and masonry. Other training opportunities (culinary arts, business, and computer science) exist at the Sevier Valley Technical College.

The number of enrollees could vary from 50-350, depending on the type of program. A 350-enrollee residential center could be accommodated.

Richfield is centrally located with respect to the Fishlake, Dixie, and Manti-LaSal National Forests and Navajo, Ute, and Paiute Indian Reservations.

START-UP TIME AND IMPLEMENTATION: Preplanning (8 weeks), site identification and acquisition (34 weeks), design and construction (137 weeks), operations (55 weeks), and center opening (6 weeks) = approximately 186 weeks based on Department of Labor estimates. Opportunities exist to shorten these projected timeframes.

The faculty of the Sevier Valley Technical College could be utilized as the initial teaching cadre. With existing facilities and the recruitment of overhead, a work center could begin immediately and a 300-person camp could be fully operational within 2 years.

The Native American high school in Richfield has an enrollment of over 100 and would serve as an excellent resource for recruiting Native Americans for the work center program. Native American faculty members at the Technical College could assist in recruiting and retaining Native American enrollees.

Advanced Technical College students would be used as work crew leaders and tutors. As Native Americans progressed through the program, they would fill those positions; some would have the potential of becoming faculty.

SOCIAL AND ECONOMIC BENEFITS: Richfield and Sevier County are economically depressed, as are the surrounding counties (Wayne, Piute, Juab, Sanpete, Beaver, and Millard). If a camp were constructed in Richfield, the employees would reasonably reside in the seven-county area. Economically, each of these counties are 30-100 percent dependent on natural resources.

In the past, enrollment in the Technical College has been low and its continued existence is questionable. The local hospital is operating at a minimal level. Establishing a camp would secure continuation of the college and the 70 or more full-time employees at a Job Corps or Youth Corps Center, plus their families and the enrollees, would make a significant contribution to the viability of the hospital.

With an annual operating budget of about $5 million and using an economic multiplier of about 4.00, economic benefits to the area would be about $20 million annually.

COSTS: Total initial costs for the facility would be approximately $7-$10 million (includes infrastructure costs).

PARTNERSHIPS: Primary partners in implementing the venture would be Sevier Valley Technical College, Richfield Native American School, Bureau of Indian Affairs, Fishlake National Forest, the Department of Labor, Richfield City, and Sevier County. Secondary partnerships that would provide support and projects are the State Parks and Recreation, Bureau of Land Management, Wayne, Piute, Beaver, Millard, and Sanpete Counties, the Dixie and Manti-LaSal Natiional Forests, and the six-county organization "Panorama Land."

All partners would actively support this proposal due to the depressed economy of the entire region and the needs of the Native American population.

INFRASTRUCTURE: Adequate space is available at or near the Sevier Valley Technical College to accommodate the required facilities. It is expected that development of the Center would be closely tied to the College. It has a cafeteria, gymnasium, classrooms, and some dormitory facilities, which would reduce initial costs and time to get a Center functional.

In addition, the Forest Service has an existing 50-person camp at Gooseberry and a 10-person camp at Fish Lake. These two locations could be incorporated into the program as spike camps or environmental education centers.

=== PROPOSED RESIDENTIAL CENTER ===
Sagebrush Flat, Dixie National Forest

DESCRIPTION A Youth Training Corps Center could be established to provide training and work for unemployed young people. A year-round residential program would accommodate approximately 50 participants ranging in age from 16-24. Participants would be recruited from nearby depressed areas and Native American populations. Participants would receive additional education, technical and life-skills training, and work experience.

Estimated first-year costs for the program are $1.7 million which would include the renovation of existing buildings and development of new facilities, and operating expenses such as salaries, utilities, vehicles, training, food and insurance. Annual operating expenses are expected to be $1.3 million.

Potential partners include the National Park Service, Bureau of Land Management, Southern Utah University, and Utah Employment Security Office, Bureau of Indian Affairs and Garfield County.

Implementation could begin as soon as funds are available, with the first session beginning approximately 5 months later.

LOCATION--The proposed site is near the geographic center of the Dixie National Forest, 20 miles southeast of Panguitch on Utah State Highway 12 (open yearlong).

The site was constructed in the early 1950's by the FAA and presently has 7 houses, 1 multi-purpose building, 1 garage, 1 wash house and 2 wells.

=== PROPOSED RESIDENTIAL CENTER ===
Bottle Hollow, Utah

DESCRIPTION: This educational and vocational training center would be run as a co-educational, year-round residential program that would accommodate approximately 150 students between the ages of 16-25. Participants would be recruited from the Ute Indian Reservation.

LOCATION The proposed facility is a motel/hotel complex built by the Ute Tribe. It is 8 miles west of Roosevelt, Utah, and 25 miles west of Vernal, Utah, on Interstate 40 and Highway 91. The site is located near the Ashley, Uinta, and Wasatch-Cache National Forests.

START-UP TIME AND IMPLEMENTATION: The Center could be functional within 3 to 6 months depending on the time needed to preplan, design, remodel and open.

SOCIAL AND ECONOMIC BENEFITS: There are approximately 300 young people on the Ute Reservation at this time. Current unemployment there is 98 percent for ages 16-18 and 86 percent for youth 19-25. High school dropout rates were 29 percent in 1990 and 22 percent in 1992. Job placement for young people who graduate from high school is zero. The suicide rate for the last quarter was 1 percent or 12 youth per year.

Unemployment for all ages is 62 percent. The establishment of this Center would bring needed jobs to the Ute population.

COST: Total start-up costs for the facility would be approximately $3.3 million.

PARTNERSHIPS: A joint partnership would be established with the Ute Tribal Council. Potential partners include the State of Utah, the cities of Roosevelt, Duchesne and Vernal, Bureau of Indian Affairs, Bureau of Land Management, Bureau of Reclamation, the 2-year college at Price, Utah, and Duchesne County.

INFRASTRUCTURE: The building proposed for the facility has not been in use as a resort for approximately 10 years.

Existing buildings include:

- Motel/hotel complex:
  - 18 rooms available now
  - 60 rooms need remodeling
- Convention center:
  - 20 offices
- Warehouses (2)
  - Alcohol Rehabilitation Center
  - Carpentry shop
- Restaurant which needs rehabilitation

Spike camps could be set up at existing facilities at Uinta River and Hill Creek. There would be some maintenance needed.

=== PROPOSED RESIDENTIAL CENTER ====
Las Vegas, Nevada

DESCRIPTION: The Forest Service proposes Las Vegas, Nevada, as a site for a new 300-student, co-educational Job Corps Center. This would be in addition to the privately-operated Sierra Nevada Center located in Stead near Reno, Nevada. It is anticipated that the proposed Center would provide the additional training capacity to serve qualified youth throughout the Department of Labor's Region Nine (California, Arizona, Nevada and Hawaii).

LOCATION: The Center would be on National Forest lands in the Mt. Charleston area west of Las Vegas. With the large amount of federally-owned land available in the Mt. Charleston area, potential sites could easily be identified once selection criteria are identified.

START-UP TIME AND IMPLEMENTATION: Pre-planning (8 weeks), site identification and acquisition (34 weeks), design and construction (137 weeks), operations (55 weeks) and Center opening (6 weeks) in approximately = 186 weeks based on Department of Labor estimates. Opportunities exist to shorten these projected timeframes.

TARGET GROUP: According to Department of Labor figures, there are approximately 700,000 poverty youth in California, Arizona, and Nevada. The capacity of current Job Corps Centers is only 3,932. The proposed Las Vegas Center would provide an opportunity for an additional 300 or more of these youth to participate in a Job Corps program. The program would also provide training opportunities for Native American youth from the many reservations in the Region. Most of these reservations have unemployment in excess of 40 percent. In addition, the program would serve the special requirements of: single parents who need child day care in both residential and nonresidential situations; individuals with physical and learning impairments; referrals from the Nevada Division of Human Resources (foster care youth) and others.

SOCIAL AND ECONOMIC BENEFITS: The estimated economic multiplier for Las Vegas is 5.00 that would increase the economic benefit to the area by about $20 million annually.

COSTS: Total costs for the facility would be approximately $12-18 million.

PARTNERSHIPS: Partnership opportunities there are virtually unlimited. For example, partnerships could be formed with the University of Nevada-Las Vegas and public schools to assist with the educational and vocational skills program. Other potential partners include the business community and numerous other State, local and federal agencies. The City of Las Vegas and the surrounding areas of Clark and Nye Counties have facilities available to support a Job Corps Center.

This proposal should receive strong support from the Nevada congressional delegation and other State and local officials and organizations that have the ability to link together to establish and operate the proposed Job Corps Center at Mt. Charleston. Additionally, there is a high probability that local organizations that help young people who have physical and social handicaps also will be interested in extending existing programs to a Job Corps Center.

Even though Las Vegas has a technical vocational school in the public school system, the proposed Center would not duplicate services. The Center's unique niche in the educational system would be to deal with low-incomed, underskilled and undereducated youth.

National Forest lands are available as a site, but there are no existing buildings, utilities or roads. A physical plant would need to be constructed once a site is selected. Plant construction would inject capital investment dollars into the local economy.

OTHER: It is anticipated that the educational program will be fully accredited as an alternative high school by the State. The Forest Service intends to maximize the opportunities afforded through linkages with other Job Training Partnership Act (JTPA) programs and agencies to (1) enhance the quality of services offered by this Center, (2) eliminate duplication of services and (3) reduce costs.

=== PROPOSED RESIDENTIAL CENTER ===
Gooding, Idaho

DESCRIPTION: The Gooding Job Corps Center would be established and operated by the Forest Service to provide educational and vocational training for qualified youth. A co-educational, year-round residential program is planned for approximately 300 co-ed students.

LOCATION: Gooding is 33 miles northwest of Twin Falls, Idaho, and about 95 miles from Boise, Idaho. The site is in the center of the Sawtooth National Forest.

START-UP TIME AND IMPLEMENTATION: Pre-planning (8 weeks), site identification and acquisition (34 weeks), design and construction (137 weeks), operations (55 weeks) and center opening (6 weeks) = approximately 186 weeks based on Department of Labor estimates. Opportunities exist to shorten these projected timeframes.

TARGET GROUP: According to Department of Labor figures, there are approximately 190,000 poverty youth in Alaska, Idaho, Oregon and Washington. The capacity of current Job Corps Centers is only 2,599. This Center would provide an opportunity for an additional 300 youths to participate in the Job Corps program.

COSTS: Start-up costs for the facility would be approximately $5-10 million.

PARTNERSHIPS: Potential partners include the State of Idaho, City of Gooding, Bureau of Land Management, Gooding School District, College of Southern Idaho and Idaho Department of Employment. Several of these partners have been contacted and expressed interest in participating.

INFRASTRUCTURE: The building that is proposed for the facility was constructed in the early 1960's as a tuberculosis hospital. The hospital was closed in 1968, with only intermittent use since then.

The building is in excellent condition structurally and has a marbled entrance way and operating elevator. It does show normal signs of non-use, but very little significant deterioration. Electrical, water, telephone and sewage utilities are intact and could be activated with little effort or expense.

The structure contains a kitchen, dining room, fast food snack facilities, classrooms, and three floors of single-room dormitory units with beds and individual toilets. Some renovation will be needed to provide adequate shower facilities. With the exception of an entrance ramp, the building appears to meet accessibility standards. The building is on approximately seven acres, but there is the possibility that 23 additional acres of surrounding properties could be obtained.

OTHER: Gooding is a small, full-service community with adequate medical services, excellent recreational facilities, a track, golf course, and tennis courts. Full use of these facilities will be granted.

It is anticipated the educational program would receive full accreditation from the State as an alternative high school. It shall also be the intent of the Forest Service to maximize opportunities afforded through linkages with other Job Training Partnership Act (JTPA) programs and agencies in order to enhance the quality of services offered by this Center, eliminate duplicated services, and reduce costs.

=== PROPOSED RESIDENTIAL CENTER ===
Evanston, Wyoming

DESCRIPTION: The City of Evanston, Wyoming; Uinta County, Wyoming; and the USDA Forest Service jointly propose Evanston, Wyoming, as a site for a Job Corps Center. There is no Job Corps Center in Wyoming now, but the State is eager to obtain one. Evanston and Uinta County have the finest facilities in the State to support a Job Corps Center.

The site for the Job Corps Center is on State land 1.8 miles south of the Evanston city limits on Highway 150, an all-weather paved road.

This proposal has strong support from the Wyoming congressional delegation and other State and local officials of agencies and organizations who would link together to establish and operate the Bear River Job Corps Center.

START-UP TIME: The Center would be established and functional in a relatively short time and at modest costs.

TARGET GROUP: The Center will be designed so up to 26 mobility-impaired youth (male and female) will receive needed vocational and social training, along with approximately 308 other enrollees, some of of whom will be single parents.

SOCIAL AND ECONOMIC BENEFIT: The following statistics illustrate the educational and job training contributions the Job Corps can make toward resolving high school dropout problems:

> The State of Wyoming has a population of approximately 485,000. It is estimated that the income of 47,000 of those people is at the poverty level. The identified number of poverty youth, ages 16 to 21, in 1987 was 7,528.
>
> The State collected the following statistics for the 1986-1987 school year from the local school boards:

Grade Level	Total Students	Number of Dropouts
9	6,986	219
10	6,937	401
11	6,556	348
12	5,957	345
Totals	26,436	1,313

Because Wyoming does not have a Job Corps Center, an average of 250 to 275 high school dropouts annually leaves the State to enroll in Job Corps. High school dropouts born in Wyoming have strong traditional ties to the State. It would be much easier to recruit a larger percentage of the dropouts if there were a Job Corps Center in Wyoming. By recruiting local and out-of-State handicapped youth and single parents, plus those who have left the State to enroll in Job Corps, we feel confident of maintaining an on-board strength of around 300 to 325 at this proposed Center.

The estimated economic multiplier for Evanston is 4.00 that would increase the economic benefit to the area to about $16 million annually.

COSTS: Total initial costs, including infrastructure, are estimated to be $12 to $18 million. The State of Wyoming, Uinta County, and the City of Evanston will provide $2 million in grants for developing the site. Cost summaries (in a separate fully developed proposal) reflect the community and State commitment to securing a Job Corps Center Wyoming.

PARTNERSHIPS AND COMMUNITY SUPPORT: Local organizations that help young people with physical and social handicaps are interested in extending existing programs to a Job Corps Center. For instance, the State of Wyoming Division of Vocational Rehabilitation and the Uinta County Rehabilitation Center are very interested in coordinating their programs and placement services with the Job Corps vocational skills training (VST) program.

Evanston has suitable low-income housing units to accommodate single-parent enrollees and their children.

Job Corps enrollees will have access to Evanston's $6.5 million recreation facility containing three basketball courts, eight racquetball courts, an olympic-size swimming pool, an excellent exercise room, and an indoor rifle range. The facility was built and paid for with community impact funds in the early 1980's and is currently underutilized.

Evanston offers a full range of medical facilities, including a local 42-bed hospital, 21 doctors, 10 dentists and an ambulance service. Located on Interstate 80, Evanston has Union Pacific rail service, Greyhound bus service and a new municipal airport. The Salt Lake City, Utah, International Airport is only 80 miles away.

The Lifelong Learning Center in Evanston is affiliated with the Western Wyoming College and offers credit courses from the University of Wyoming, Weber State University and Utah State University. The Center also has a two-way, audio-visual telecommunication system with Utah State University.

OUR CAPABILITIES: The Forest Service will design the facilities, do the on-site work and monitor designs to assure that buildings and grounds meet the needs of the mobility impaired.

INFRASTRUCTURE: Electricity, natural gas, telephone service, sewer, and culinary water are all within a short distance of the site and can easily be extended. The cost of utility installation, streets and other infrastructure improvements will be covered by the City and County through Economic Development Grants. Acquisition of the State land could be accomplished in less than a month at no cost to Job Corps. Modular buildings, previously used at large construction sites or as overflow classrooms for elementary schools, can be obtained readily at a nominal cost for use as classrooms.

The trailer units currently available for dormitories will provide semi-private rooms, each housing two enrollees. These dormitory units were originally designed as 16- to 24-person sleeping modules with common bathroom facilities. Other modular units contain 13 semi-private bedrooms with bathroom facilities available in each bedroom, plus 1 recreation room. If current trailers and other modules for housing can be obtained at the current price, facility costs will be reduced by approximately one million dollars.

Nonresidential housing is available for up to 24 single parents. We anticipate approximately 30 percent of the enrollees will be females; however, as this percentage increases, the men's dorms can be easily converted.

SUMMARY: City and County officials and community organizations strongly support a Job Corps Center in Wyoming. The community has facilities that will absorb the Job Corps program into the community. The Evanston High School is willing to provide the entire education staff at no cost to Job Corps, a long-term savings to Job Corps. Forest Service managers are excited about this opportunity to develop and operate a model co-ed Job Corps Center that will accommodate the handicapped and single parents. The Wasatch-Cache Forest Supervisor and the Evanston District Ranger are prepared to provide high-level administrative support to the Center. There is a universal sense of commitment to making this endeavor a highly successful one for all concerned.

COMMUNITY SERVICE

=== COLLEGE COMMUNITY WORK SERVICE ===

DESCRIPTION: This program is designed to allow college graduates an opportunity to repay their student loans. College graduates would work for 1 to 2 years in various administrative and/or professional positions on a National Forest. At the end of the 1- or 2-year period, the graduates will have satisfied their financial obligations and be free to seek employment of their choice. This program could be implemented immediately where housing, supervision and career counseling are available. It is anticipated that housing and a small stipend would be provided by the Forest Service.

SOCIAL AND ECONOMIC BENEFITS: Working in a field commensurate with their degree, college graduates would gain experience while paying off college loans through service to the community. In return, the host Forest would receive a needed professional or technical resource.

PARTNERSHIPS: Coordinated partnerships with the college or university from which the student graduated, state Job Service, other federal agencies and the private sector. A partnership with HUD for subsidized rental units for students in the program would help the housing situation.

CAPABILITIES: Forest Service positions would be available in a wide range of occupations and skills.

=== WORKFARE ===

DESCRIPTION: The Workfare program currently is being administered by state Social Service organizations to provide employment and training opportunities so welfare recipients can become self-sufficient and removed from the welfare system. The Forest Service supports this program by providing National Forest work opportunities for Workfare enrollees. This program is currently being used on a small scale by some Forests but could be used by all units. Participants would be required to work 20 to 40 hours per week, depending upon individual circumstances, in clerical, labor, and technical positions.

The Forest Service would provide:

1. A meaningful work experience equal to a GS-3 level position.
2. Performance counseling through formal and informal evaluations.
3. Formal training.
4. Career counseling--a joint effort between Forest Service, state and federal job agencies, and the private sector.

=== DIRECT HIRE/CONTRACTING ===

DIRECT HIRE: The Forest Service has the capacity to hire, manage, and supervise an additional workforce to accomplish a variety of work. Generally, the workers would be utilized on resource management and maintenance projects, primarily for administrative and recreational facilities.

This workforce could be largely unskilled as on-the-job training would be provided to complete the required tasks. If hirees were skilled, attempts would be made to utilize those skills; special projects and work assignments could be developed for best workforce utilization.

Most work would be seasonal, generally extending from May through November.

It is anticipated that each Forest could manage a workforce of 50 persons under this program, for a total of about 800.

Allowances would need to be made in full-time equivalent (FTE) ceilings and funding for salaries, supplies, and travel.

A limiting factor would be available housing. Generally, the workers would be living in remote stations and accommodations for families could not be made.

CONTRACTING: Contracting for construction services is the most direct way to get funds into the local economy in a relatively short period of time. A combination of contracting and an expanded jobs program (Job Corps, youth employment, etc.) could provide opportunities to put people to work. Most of these projects would relate to buildings, potable water systems, roads, and improvements to timber stands, range and fish and wildlife.

With increased contracting, there is the potential for contractors to hire additional people. A negative factor would be that contractors probably would not reach very heavily into the large pool of persons with basic skill deficiencies that would be reached by other programs.

As shown below, the Intermountain Region can support efforts to provide a fast/early response to a job program to funnel dollars into the economy. This would be accomplished through contracting for a wide variety of construction projects and services.

Informal contract (under $25,000) within 60 days:

		Number of Projects	Dollars
	Utah	60	$1,250,000
	Idaho	100	1,875,000
	Nevada	30	500,000
	Wyoming	15	250,000
			$3,875,000

Relatively noncomplex formal contracts (over $25,000) awarded within approximately 90 days:

		Number of Projects	Dollars
	Utah	12	$2,000,000
	Idaho	20	6,000,000
	Nevada	10	1,500,000
	Wyoming	5	1,000,000
			$10,500,000

More complex formal contracts (over $25,000) with award within approximately 150 days:

		Number of Projects	Dollars
	Utah	5	$ 8,000,000
	Idaho	10	14,000,000
	Nevada	3	4,000,000
	Wyoming	2	2,000,000
			$28,000,000

Most of these projects would relate to buildings, potable water systems, roads, timber stand improvement, range improvements and fish and wildlife.

SENIOR WORKERS

DESCRIPTION: There are many (age 40 and over) who are finding it difficult to get back into the workforce. Some of these unemployed 'veterans' are in their 60's or 70's with a combined retirement and social security annuity that is too small to meet their basic needs, yet exceeds the income guidelines for Senior Community Service Employment. These individuals constitute a large percentage of the "unlisted unemployment" statistic of rural communities. They are formally listed as "discouraged workers" who have dropped out of the job market. Many of those under age 65 are drawing various forms of supplementary Social Security income or welfare payments. Most individuals demonstrate good work skills and good work ethics when given the opportunity to work.

PREVIOUS EXPERIENCE IN THIS AREA: The Region hired a large number of persons during the 1970's through Title X funds that were directed at counties where unemployment exceeded 6 percent. We regularly work with large numbers of temporary summer employees and could effectively assist our rural communities with a program that is not tied to a specific age or income level but rather uses unemployment as a qualification criteria.

There are opportunities on every Ranger District in the State to employ people through this type of program.

START-UP TIME: If funds were provided with the authority to employ individuals, the Intermountain Region of the Forest Service could implement the program immediately and have 200 workers on board within 30 days, followed by 400-500 or more in another 30 days.

COSTS: The minimum wage and FICA for 50 weeks, 40 hours per week, would be $9,200. Adding $800 for administration, the cost of the enrollee's assistance package would be $10,000 per enrollee per year. Some of these enrollees would find other employment within the first 6 months while others would continue Forest Service employment as long as the program allowed because of very limited employment opportunities within their rural communities.

PARTNERSHIPS: Job Service and the Job Training Partnership Program could use this program for many hard-to-place trainees and unemployed individuals.

OUR CAPABILITIES: We could hire 200 in office-type positions and another 400 to 500 for field work. The biggest challenge would be providing an adequate fleet for field crews.

JOB CORPS

=== GENERAL OVERVIEW ===

For nearly three decades, the federally-funded Job Corps program has successfully helped America's most disadvantaged young people between the ages of 16 and 21 complete their education, learn lifetime skills, gain self respect, get jobs and, simply, turn their lives around. This success is because Job Corps offers comprehensive services that include: individualized education, occupational training, and a safe residential environment.

Job Corps provides these benefits to program participants:

- Complete medical, dental, eye, mental health, and substance and abuse counseling services.
- Work and civilian clothing.
- Social and recreational programs.
- Personal leadership development.
- Job placement services.
- Living and readjustment allowances.

Nationally during program year 1990, approximately 100,000 young men and women were served at 106 Job Corps Centers.

A general profile of an average enrollee:

- Is 18 years old.
- Has grade 7 entry-reading level.
- Has an annual family income of $5,800.
- 40% come from families on public assistance.
- 82% are high school dropouts.
- 73% have never been employed.

Within these states in the Intermountain Region of the Forest Service, the following youth were served by Job Corps during program year 1990:

Idaho	340
Nevada	1,020
Utah	2,880
Wyoming	250
TOTAL	4,490

Within these same states in the Region, there were approximately 79,000 youth eligible for the Job Corps program. There are an additional 680,000 young people in adjoining states who could benefit from a Job Corps Center.

There is a definite need to expand the Job Corps program. The proposal for a Job Corps Center at Richfield would help meet this need. We believe the proposed Center meets the general site selection/location criteria developed by the Department of Labor:

- Strong community interest and involvement.
- Documented need for the Center.
- Capacity to serve more at-risk youths.

While the primary objective of a Job Corps Center is to develop young people into productive citizens, one cannot overlook the fact that there will be a definite, positive economic and employment impact on any community where a Job Corps Center is located. A Center with its 300 or more students would have an estimated operating budget of over $5 million annually, most of which would be expended for such things as supplies, materials, food items, clothing, and health services in the general location of the Center. Additionally, many of the 70-75 member staff would be hired from within the local area and they, their families and the enrollees would spend much of their personal income within the vicinity of a Center.

PREVIOUS EXPERIENCE IN THIS AREA: The Forest Service has been involved in planning, developing and operating numerous Job Corps Civilian Conservation Centers for 27 years. Although the Intermountain Region does not currently administer a Job Corps Center, we work closely with Job Corps Centers in Colorado, Idaho, Montana, Nevada and Utah on vocational skills training projects.

OTHER SUPPORT INFORMATION

=== INFRASTRUCTURE ===

The Intermountain Region of the Forest Service has a significant backlog of projects that could appropriately be completed under an expanded jobs program. This is a summary of those projects:

- Office space (expansion, remodeling, construction)
- Comfort stations (construct 400 to 450 units)
- Warehouses (construct 8-10 with sizes varying from 5,000 to 10,000 sq. ft.)
- Water systems (need approximately 100 potable water systems upgraded or constructed to support administrative and recreation sites)
- Crew housing at remote stations (most are obsolete and unusable--need to be removed with appropriate replacement)
- Existing buildings (a large number need to be brought into compliance for handicapped accessibility requirements)
- Campgrounds (a large number have deteriorated and need major refurbishing--many were constructed to standards now obsolete and need to be brought into compliance with current standards)
- Inadequately maintained dwellings (some are not habitable in their present state and need repair)
- Expanded volunteer program (provide more trailer accommodations and recreation vehicles)
- Resources (do rehabilitation to bring them into compliance with Forest Plans, standards and guidelines)
- Major transportation routes (reconstruct routes where high traffic use has made that desirable).

A summary of these projects and estimated dollar amounts are shown on Attachment A. This listing is not all inclusive, as there are a large number of small projects that were not annotated in the summary.

Many of these projects can be accomplished by contracting or by fabrication in a central facility. Most will require some field construction which in all likelihood would best be accomplished by mobile crews.

Two alternatives that could be considered to meet the need for a residential training and fabrication center are: Consider using abandoned facilities which may be available in depressed economic areas. This alternative probably would require that some new facilities be built for construction and recreational activities. The disadvantages of this alternative are (1) the need to meet accessibility standards and uniform building codes in all remodeling and (2) the potential abandonment of these buildings should the program be phased out.

A second alternative would be to establish partnerships with existing technical schools, colleges and universities where classroom facilities, recreational areas, cafeterias and some lodging already exist. Construction would be limited to some dormitory facilities and the required fabrication facilities. Start-up times would be significantly reduced by the existing facilities, skills and faculty provided by the partnerships. An advantage of this alternative is that the partner could assume use of the buildings and put them to productive use should the work center be phased out.

To accomplish many of the identified backlog items, some construction and project work would be required in the field. The projects are spread over a wide geographic area so it would not be practical to commute. It would be desirable to have sites throughout the State to accommodate a workforce at the field locations. These sites might consist of a cluster of trailer pads with water, sewer, and electrical hookups. Crews could then be mobile and locate on any work site as the work plan dictated. It is also feasible that the sites could be occupied by work crews in a successional program; i.e., the first crew might do the concrete work with later crews doing the electrical, plumbing, and carpentry phases.

The first priority for implementation of a work program would be to establish partnerships with the local communities and agencies. Upon program approval and based upon approved guidelines, priorities will be set relating to personnel actions, construction of new facilities, and the preparation of remodeling and contracting packages.

The second priority would be to get the training center operational, followed by the initial construction of spike camps. Once the base and spike camps are operational, the next phase would be to construct housing to facilitate other work programs followed by construction of quarters and facilities to meet the Forest Service backlog. Construction of spike camps would be ongoing until the complex is completed. As new programs are started and staffed, enrollees will begin working on identified projects and the resource backlog.

ATTACHMENT A

Summary of the Backlog of Forest Service Projects and Estimated Dollars

	ID	UT	WY	NV	CA	Estimated Millions of Dollars
Office Space:						
New construction 20 District Offices	6	5	1	1.5	.5	$14.0
Rehabilitation	1.75	1.25	.25	.4	.35	4.0
Expansion	.4	.4	.06	.1	.04	1.0
						$19.0
Comfort Stations:						
450 units	3.4	3.9	.6	1.0	.1	$9.0
Warehouses	2.0	1.7	.3	.5	0	$4.5
Housing Units:						
40 four-plexes	4.5	3.9	.6	1.1	.3	$10.4
10 bunkhouses	.60	.30	.15	.15	.15	1.5
						$11.9
Flammable Storage/Pesticide Storage Bldg.	3.3	2.8	.5	.8	.1	$7.5
Water Systems:						
100 springs developed	1.75	1.25	.25	.4	.35	$4.0
50 large distribution systems	4.3	3.7	.6	1.1	.3	10.0
50 small distribution systems	.6	.45	.15	.15	.15	1.5
						$15.5
Bridges (small)	3	2.6	.4	.8	.2	$7.0
Heavy Building Maintenance	.4	.9	.4	.15	.15	$2.0
Campgrounds:						
New construction (20)	9	7	1.25	2.25	.5	$20.0
Rehabilitation	22	19	3	5	1	50.0
						$70.0
Trails:						
New construction	2	1.9	.3	.5	.3	$5.0
Rehabilitation	2	1.9	.3	.5	.3	5.0
						$10.0
Volunteer Accommodations	1.3	1.1	.2	.3	.1	$3.0
Roads Reconstruction	61	52	9	15	3	$140.0
National Resources/Environmental Projects	219	188	31	55	7	$500.0
Total	348.3	298.5	50.3	86.3	14.9	$799.4

SUMMARY OF STATE WORK PROGRAMS

CALIFORNIA

Programs	Possible Sites	No. of Enrollees	Person Years Cons./Res. Projects Accomp.	Value of Work Done	How Soon We Can Imple-ment	Est. Init. Cost	Annual Oper. Cost
Job Corps	--	--	--	--	--	--	--
Youth Training Partnership Program	--	--	--	--	--	--	--
Community Service Coll. Grad. Workfare Dir. Hire/ Contract.	District-2	4 2 10	4 2 10	$88M/year $19M/yr $140Myr	6/1/93 4/1/93 6/1/93	0 $5M $20M	$24M $13M $140M
Older Workers	2	4	4	$38M/yr	4/1/93	$10M	$57M

IDAHO

Programs	Possible Sites	No. of Enrollees	Person Years Cons./Res. Projects Accomp.	Value of Work Done	How Soon We Can Imple-ment	Est. Init. Cost	Annual Oper. Cost
Job Corps	1	300	4	$1MM/yr	186 weeks	$10MM	$5MM
Youth Training Partnership Program	3	210	210	$6MM	2 to 52 weeks	10MM	$5.9MM
Comm. Serv.: Coll. Grad. Workfare Dir. Hire/ Contract.	SO-7 33 Dist.	164 82 350	164 82 350	$3.6MM/yr 0.75MM/yr 4.9MM/yr	6/1/93 4/1/93 6/1/93	0 $200M $980M	$984M $500M 4.9MM
Older Workers	40	164	109	$1.5MM/yr	4/1/93	$330M	$2.3MM

NEVADA

Programs	Possible Sites	No. of Enrollees	Person Years Cons./Res. Projects Accomp.	Value of Work Done	How Soon We Can Imple-ment	Est. Init. Cost	Annual Oper. Cost
Job Corps	1	300	4	$1MM/yr	186 weeks	$18MM/yr	$5MM
Youth Training Partnership Program	2	50	44	$1.5MM/yr	12-14 weeks	$1.5MM	$1.5MM
Comm. Serv.: Coll. Grad. Workfare Dir. Hire/ Contract.	 SO-2 Districts-10	 48 24 100	 48 24 100	 $1.1MM/yr 224M/yr 1.4MM/yr	 6/1/93 4/1/93 6/1/93	 0 $50M $280M	 $288MM $150M 1.4MM
Older Workers	SO-2 Dist.-10	48	32	$456M/yr	4/1/93	$100M	682M

UTAH

Programs	Possible Sites	No. of Enrollees	Person Years Cons./Res. Projects Accomp.	Value of Work Done	How Soon We Can Imple-ment	Est. Init. Cost	Annual Oper. Cost
Job Corps	1	350	4	$1MM/yr	186 weeks	$10MM	$5MM
Youth Training Partnership Program	2	270	240	$8MM/yr	12-16 weeks	$8MM	$7.5MM
Comm. Serv.: Coll. Grad. Workfare Dir. Hire/ Contract.	 30-6 Districts-27 4 per unit	 132 66 300	 117 66 300	 $2.9MM/yr $600M/yr $4.2MM/yr	 6/1/93 4/1/93 6/1/93	 0 $130M $840M	 $790M $394M 4.2MM
Older Workers	33	132	88	$1.2MM/yr	4/1/93	$260M	$1.9MM

WYOMING

Programs	Possible Sites	No. of Enrollees	Person Years Cons./Res. Projects Accomp.	Value of Work Done	How Soon We Can Imple-ment	Est. Init. Cost	Annual Oper. Cost
Job Corps	1	300-325	64	$1MM/yr	186 weeks	$12MM	$5MM
Youth Training Partnership Program	7	28	28	$800M/yr	6/1/93	$750/yr	$750M
Comm. Serv.: Coll. Grad. Workfare Dir. Hire/ Contract.	 S0-1 Districts-6	 28 14 50	 28 14 50	 $620M/yr $130M/yr $700M/yr	 6/1/93 4/1/93 4/1/93	 0 $30M $$140M	 $170M $86M $700M
Older workers	7	28	19	$266M/yr	4/1/93	$60M	$400M